ITEM #	1

# SEMINOLE COUNTY GOVERNMENT LAND PLANNING AGENCY / PLANNING AND ZONING COMMISSION AGENDA MEMORANDUM

SUBJECT:	Osprey Lakes Phase 4 Large Scale Land Use Amendment from Rural-5 (R-5) to Planned Development (PD) and Rezone from A-5 (Rural Zoning Classification) to PUD (Planned Unit Development District); and the associated text amendment to the urban/rural boundary as depicted in Exhibits found in the Conservation, Design, Future Land Use, Library Services Elements of the Vision 2020 Seminole County Comprehensive Plan, (D.R. Horton, applicant)					
DEPARTMENT: Planning & Development DIVISION: Planning						
AUTHORIZED	BY: Matthew West CONTACT: Tina Deater EXT 7440					
Agenda Date_	01/05/05 Regular Work Session Briefing Special Hearing – 6:00 Public Hearing – 7:00					

## MOTION/RECOMMENDATION:

- 1. Recommend APPROVAL and TRANSMITTAL of the request for a Large Scale Land Use Amendment from Rural-5 (R-5) to Planned Development (PD) and rezone from A-5 (Rural Zoning Classification) to PUD (Planned Unit Development District) on approximately 100.89 acres, located north of Grey Owl Run and east of Jacobs Trail, and approve the attached Preliminary Master Plan and approve the associated text amendment to the urban/rural boundary as depicted in Exhibits found in the Conservation, Design, Future Land Use, Library Services Elements of the Vision 2020 Seminole County Comprehensive Plan, (D.R. Horton, applicant); or
- 2. Recommend DENIAL of the request for a Large Scale Land Use Amendment from Rural-5 (R-5) to Planned Development (PD), rezone from A-5 (Rural Zoning Classification) to PUD (Planned Unit Development District) on approximately 100.89 acres, located north of Grey Owl Run and east of Jacobs Trail, and denial of the associated text amendment to the urban/rural boundary as depicted in Exhibits found in the Conservation, Design, Future

Land Use, Library Services Elements of the Vision 2020 Seminole County Comprehensive Plan, (D.R. Horton, applicant); or

3. CONTINUE the public hearing until a time and date certain.

District 1 – Commissioner Dallari Tina Deater, Senior Planner

Reviewed by:
Co Atty: ( )
DFS:
OTHER:
DCM:
CM:
File No. Z2004-055

055.FLU02 05S.TXT.02

# **BACKGROUND:**

The applicant, D.R. Horton, proposes a rezone from A-5 to PUD, a Large Scale Land Use Amendment from Rural-5 (R-5) to Planned Development (PD), and a Text Amendment to amend the Urban/Rural Boundary, for a single-family residential development on approximately 100.89 acres, located north of Grey Owl Run and east of Jacobs Trail. The proposed development program consists of 47 single-family lots at a net buildable density of 2.06 units per acre.

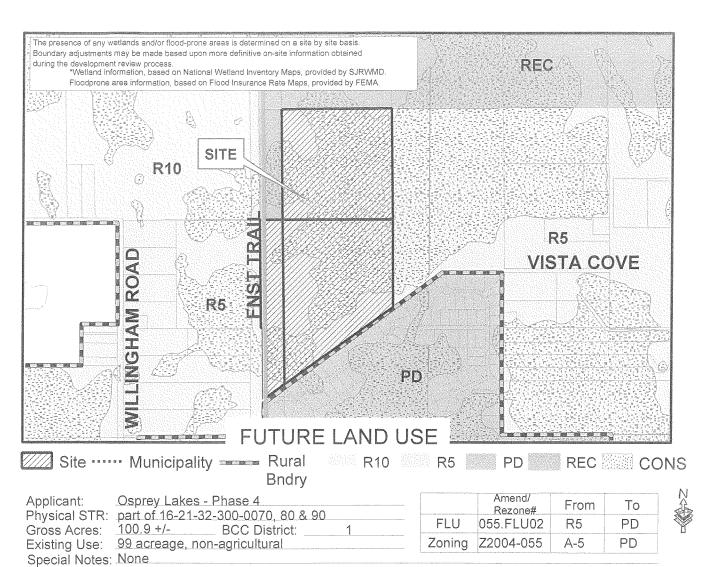
# STAFF RECOMMENDATION:

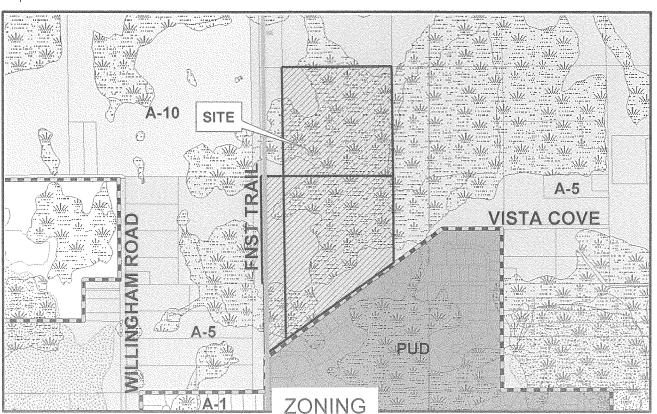
Staff recommends DENIAL of the requested Large Scale Land Use Amendment from Rural-5 to Planned Development, rezone from A-5 to PUD, and associated Text Amendment to amend the Urban/Rural Boundary based on the following findings:

- 1. The proposed development is not compatible with the character of the surrounding area; and
- 2. At this time the proposed utility provision to the subject property cannot be assured; and
- 3. The proposed development does not comply with the Standards for Amending the Urban/Rural Boundary contained in the <u>Vision 2020</u> Comprehensive Plan.

### INSERT:

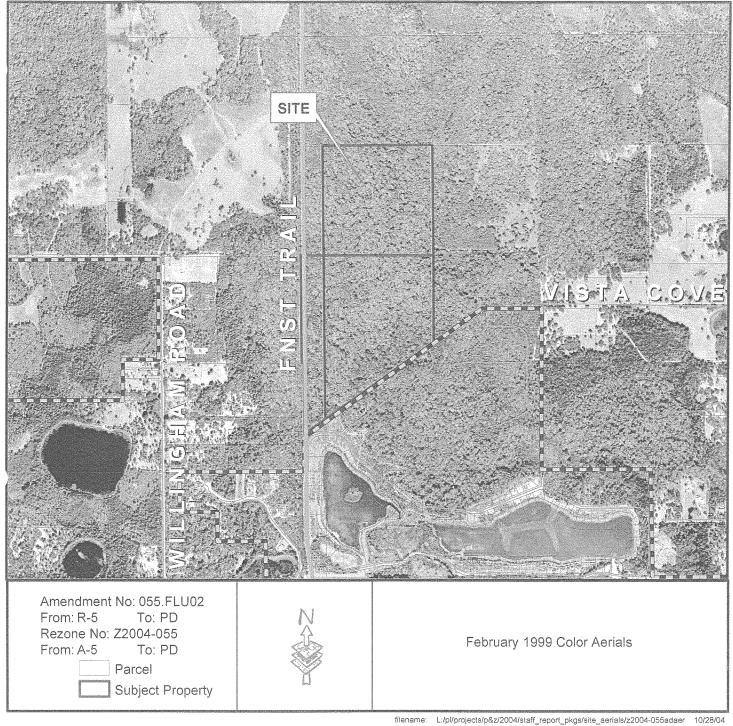
EXHIBIT A: STANDARDS FOR AMENDING THE URBAN/RURAL BOUNDARY PRELIMINARY MASTER PLAN PUBLIC E-MAILS COLOR MAPS AERIAL MAP





A-5

A-10 PUD FP-1 W-1



# Large Scale Land Use Amendment and Rezone Staff Report Osprey Lakes PUD

# Rural-5 to Planned Development (PD)

Amendment (Z2004-058, 055.FLU02, 05S.TXT.02)

REQUEST	
APPLICANT	D.R. Horton
PLAN AMENDMENT	Rural-5 to Planned Development
REZONING	A-5 (Rural Zoning Classification) to PUD (Planned Unit
APPROXIMATE	100.89
GROSS ACRES	
LOCATION	North of Grey Owl Run and east of Jacobs Trail
BCC DISTRICT	District 1 – Commissioner Dallari
RECOMMENDATIONS AND ACTIONS	AND ACTIONS
STAFF	Staff recommends DENIAL of the requested Large Scale
RECOMMENDATION	Land Use Amendment from Rural-5 to Planned Development,
	rezone from A-5 to PUD, and associated Text Amendment to
	amend the Urban/Rural Boundary.

# SITE DESCRIPTION

### 1. DEVELOPMENT TRENDS AND EXISTING AND PERMITTED USES:

Location	Future Land Use*	Zoning*	Existing Use
Subject Property	Rural-5, Conservation	A-5 (Rural Zoning Classification)	Vacant
North	Recreation	A-5 (Rural Zoning Classification)	Vacant
South	Planned Development	PUD (Planned Unit Development)	Single-family Residential
East	Rural-5, Conservation	A-5 (Rural Zoning Classification)	Vacant
West	Rural-10, Rural-5, Recreation	A-5 (Rural Zoning Classification), A-10 (Rural Zoning Classification)	Vacant, Single-family Residential

See enclosed future land use and zoning maps for more details.

# COMPREHENSIVE PLAN CONSISTENCY

2. PLAN PROGRAMS - Plan policies address the continuance, expansion and initiation of new government service and facility programs, including, but not limited to, capital facility construction. Each application for a land use designation amendment will include a description and evaluation of any Plan programs (such as the effect on the timing/financing of these programs) that will be affected by the amendment if approved.

<u>Summary of Program Impacts</u>: The proposed amendment does not alter the options or long-range strategies for facility improvements or capacity additions included in the Support Documentation to the <u>Vision 2020 Plan</u>. The amendment request would not be in conflict with the Metroplan Orlando Plan or the Florida Department of Transportation's 5-Year Plan (Transportation Policy 14.1).

A. <u>Traffic Circulation - Consistency with Future Land Use Element</u>: In terms of all development proposals, the County shall impose a linkage between the Future Land Use Element, Design Element and the Transportation Element and all land development activities shall be consistent with the adopted Future Land Use Element and adopted Design Element (Transportation Policy 2.1).

Access to the subject property is via Grey Owl Run, which is classified as a local street and does not have an adopted level of service. Before a final development order is issued, the project will be required to undergo concurrency testing, in order to ensure that adequate capacity is available.

# B. Water and Sewer Service – Adopted Potable Water and Sanitary Sewer Service Area Maps:

The subject property is currently located within the County's Rural Area, and therefore does not have water and sewer services available. The nearest water and sewer service area belongs to Aqua Utilities (formerly Florida Water Services). In order for Aqua Utilities to be able to service the proposed project, the Urban/Rural Boundary would have to be amended so that the subject property is included within the Urban Area, and then Aqua Utilities would have to apply to the Florida Public Service Commission to determine if they can expand their service area to include Service Commission to determine if they can expand their service area to include the proposed development.

C. Public Safety - Adopted Level of Service: The County shall maintain adopted levels of service for fire protection and rescue...as an average response time of five minutes (Public Safety Policy 2.1).

The property is served by the Seminole County EMS/Fire Station 43. Response time to the site is less than 5 minutes, which meets the County's average response time standard of 5 minutes.

3. **REGULATIONS** - The policies of the Plan also contain general regulatory guidelines and requirements for managing growth and protecting the environment. These guidelines will be used to evaluate the overall consistency of the land use amendment with the <u>Vision 2020 Plan</u>, but are not applied in detail at this stage.

A. <u>Preliminary Development Orders: Capacity Determination</u>: For preliminary development activity development orders, under which no development activity impacting public facilities may ensue, the capacity of Category I and Category III public facilities shall be determined as follows... No rights to obtain final development orders under which development activity impacting public facilities may ensue, or to obtain development permits, nor any other rights to develop the subject property shall be deemed to have been granted or implied by the County's approval of the development order without a determination having previously been made that the capacity of public facilities will be available in accordance with law (Implementation Policies 2.3 and 2.4).

A review of the availability of public facilities to serve this property indicates that adequate public facilities could be made available to this development, however in order to serve this project with urban level services, the Urban/Rural boundary must be amended to include the subject property within the Urban Area.

B. Flood Plain and Wetlands Areas - Flood Plain Protection and Wetlands Protection: The County shall implement the Conservation land use designation through the regulation

of development consistent with the Flood Prone (FP-1) and Wetlands (W-1) Overlay Zoning classifications...(Policy FLU 1.2 and 1.3).

The site contains extensive wetlands and a wetlands mitigation plan shall be required prior to final engineering approval for any proposed development on the subject property.

C. <u>Protection of Endangered and Threatened Wildlife:</u> The County shall continue to require, as part of the Development Review Process, proposed development to coordinate those processes with all appropriate agencies and comply with the US Fish and Wildlife Service and the Florida Fish and Wildlife Conservation Commission Rules as well as other applicable Federal and State Laws regarding protection of endangered and threatened wildlife prior to development approval (Conservation Policy 3.13).

A threatened and endangered species report shall be required prior to final engineering approval for any proposed development on the subject property.

- **4. DEVELOPMENT POLICIES** Additional criteria and standards are also included in the Plan that describes when, where and how development is to occur. Plan development policies will be used to evaluate the appropriateness of the use, intensity, location, and timing of the proposed amendment.
- A. <u>Compatibility:</u> When the County's Future Land Use Map (FLUM) was developed in 1987, land use compatibility issues were evaluated and ultimately defined through a community meeting/hearing process that involved substantial public comment and input. When amendments are proposed to the FLUM, however, staff makes an initial evaluation of compatibility, <u>prior to public input and comment</u>, based upon a set of professional standards that include, but are not limited to criteria such as: (a) long standing community development patterns; (b) previous policy direction from the Board of County Commissioners; (c) other planning principles articulated in the <u>Vision 2020 Plan</u> (e.g., appropriate transitioning of land uses, protection of neighborhoods, protection of the environment, protection of private property rights, no creation of new strip commercial developments through plan amendments, etc.).

The proposed use is a single-family residential subdivision with minimum lot sizes of 12,000 square feet. The subject property is adjacent to a single-family residential subdivision to the south and properties designated for conservation and recreation that are owned by St. Johns Water Management District, to the north, east, and west. The single-family subdivision to the south is part of the Osprey Lakes PUD Phase 1. The minimum lot size in the existing Osprey Lakes PUD is 21,780 square feet. Hypothetically, even if this property were in the urban area, the 12,000 square foot minimum lot sizes proposed in this development would not be an appropriate transitional use between the ½ acre minimum lot sizes to the south and the 5-acre minimum lot sizes to the north. Therefore, staff does not believe that this development is compatible with the surrounding area.

**Standards for Amending the Urban/Rural Boundary:** Amendments to the County's Urban Rural Boundary, as depicted in Exhibit FLU: Special Area Boundaries, may be considered only if all of the following standards are affirmatively met:

### A. Demonstration of Need

- 1. Are additional urban lands needed to accommodate population, housing, or employment projected for the horizon year of this Plan?; or
- 2. Are additional lands required to support affordable housing or redevelopment goals of the County?; or
- 3. Are additional lands required to support economic development goals of the County?

# B. Locational Analysis of Amendments

- 1. Availability of facilities and services, and the orderly, efficient and costeffective provision of service; and
- 2. Fiscal capacity to provide adopted levels of service; and
- 3. Protection of environmental and natural resource:
  - a. Analysis that the amendment would not negatively impact the interconnected system of wetlands/uplands that exist in the Rural area and provide a high quality mosaic of regional significance. This analysis must describe how the amendment protects the wetlands/uplands system including:
    - Retaining the connectivity of wetlands;
    - Retaining /Improving the ecological quality of wetlands; and
    - Retaining the functional and structure values of wetlands in the Rural Area.
  - b. If amendment to the Urban/Rural Boundary is approved, developments shall avoid impact to wetlands to the maximum extent possible by utilization of clustering and other special techniques.
- 4. Contiguity to existing boundary and urban development patterns, so as to discourage urban sprawl; and
- 5. Adequate transitions to maintain compatibility with adjacent, existing communities.

The applicants submitted a series of analyses, which are attached as Exhibit A. The applicants have not adequately addressed how the proposed development meets the

Demonstration of Need criteria. They have not provided any calculations indicating that additional urban lands are needed to accommodate population, housing, or employment projected for the horizon year of this Plan, or that additional lands are required to support affordable housing or redevelopment goals of the County, or that additional lands are required to support economic development goals of the County, as required by the Comprehensive Plan.

The applicants have adequately addressed portions of the Locational Analysis of the Amendment. The applicants are proposing to hook up to the existing utilities within the existing Osprey Lakes subdivision, which are provided by Aqua Utilities. In order for Aqua Utilities to be able to service the proposed project, the Urban/Rural Boundary would have to be amended so that the subject property is included within the Urban Area, and then Aqua Utilities would have to apply to the Florida Public Service Commission to determine if they can expand their service area to include the proposed development. Therefore, utility service is not assured. The subject property is contiguous to the existing Urban/Rural Boundary, however, because the proposed lot sizes are so much smaller than the lots in the adjacent subdivision, staff does not believe that the proposed subdivision is a compatible transitional use between the conservation lands to the north and the existing single-family subdivision to the south.

The subject property is within the Econlockhatchee River basin and contains extensive wetlands. Two-thirds of the property is proposed to be put under a conservation easement, but there are wetland impacts for the access roads and within proposed lots 4 through 7, 22 through 28, and 39 through 42. Lots 5, 6, 40, and 41 are entirely wetlands. There are also wetland impacts in some of the proposed stormwater retention areas. Seminole County's Natural Resources Officer has identified the wetlands on the subject property as being of high quality and has further identified several areas where impacts to the wetlands could be further reduced. Therefore, the proposed impacts do not meet the county's policy of minimizing the disruption of wetland functions to the high quality wetlands on site, and therefore do not comply with Part 3 of the Locational Analysis criteria.

Should the Seminole County Board of Commissioners wish to amend the Urban/Rural Boundary, staff recommends that it be done as a result of a comprehensive study, as done previously in the Chuluota area, and not in a piecemeal, parcel by parcel fashion.

Other applicable plan policies include, but are not limited to:

FLU 2.1 Subdivision Standards.

FLU 4.2 Infill Development

FLU 5.5: Water and Sewer Service Expansion

FLU 2.11 Determination of Compatibility in PUD and PCD Zoning Classifications

B. Concurrency Review - Application to New Development: For purposes of approving new development subsequent to adoption of this Comprehensive Plan, all adopted public facilities level of service standards and schedules of capital improvements...shall be applied and evaluated...consistent with policies of the Implementation Element... (Capital Improvements Policy 3.2).

This policy provides for the adoption of level of service (LOS) standards for public facilities and requires that final development orders be issued only if public facilities meeting the adopted LOS are available or will be available concurrent with the impacts of development. Additionally, preliminary development orders shall only be issued with the condition that no rights to obtain final development orders or development permits, nor any other rights to develop the subject property are granted or implied by the County's approval of the preliminary development order.

**5. SCHOOL IMPACTS** – The proposed residential units will generate an estimated twelve elementary school students, five middle school students, and six high school students. At the time of this writing, staff has not yet received a statement from the Seminole County School Board regarding this project. If staff receives one before the meeting, it will be provided to the Board.

### STAFF RECOMMENDATION:

Staff recommends DENIAL of the requested Large Scale Land Use Amendment from Rural-5 to Planned Development, rezone from A-5 to PUD, and associated Text Amendment to amend the Urban/Rural Boundary based on the following findings:

- 1. The proposed development is not compatible with the character of the surrounding area; and
- 2. At this time the proposed utility provision to the subject property cannot be assured; and
- 3. The proposed development does not comply with the Standards for Amending the Urban/Rural Boundary contained in the <u>Vision 2020</u> Comprehensive Plan.

November 30, 2004

The proposed amendment to the Future Land Use Map of Seminole County is presented. This summary will document that the proposed change of land use for this property is consistent with the policies for considerations of a map change and that the extension of the Urban Service Boundary for this phase of the Osprey Lakes Subdivision meets the goals and objectives of the Vision 2020 plan.

# **Proposed Amendment**

The property is located in East Seminole County North of CR 419, South of CR 426, East of Snow Hill Road and West of Jacob's Trail. The current future land use designation of the property is Rural – 5 with a zoning designation of A-5. This property is currently located in the rural area of the county. The property size is approximately 100 acres. A majority of the east and north portion of the property is wetlands which are state owned. Upland areas, as surveyed by an environmental scientist, are located on the west and south portions of the property including two areas on the North end of the property. This property lies within the Econlockhatchee River Basin and is over 2000 ft from the river. The West side of the site is also adjacent to the Seminole County trail system or Jacobs Trail.

# Policies for considerations of a FLU map change and extension of urban service boundary

# A. Demonstration of Need

1. The proposed change to the FLU is consistent with the Counties current policy regarding single family growth projections. As included in the Vision 2020 policy Seminole County has evolved from the commuting county to a destination by many new residents coming to the area. This is due to the quality of the school system and availability in outreaching neighborhoods.

Access thorugh the Greenway system is also a determining factor for location in the Chuluota area of the county. This property is contiguous the 1<sup>st</sup> phase of the Osprey Lakes Subdivision. The proposed lots have a minimum width of 100' which is larger than the Osprey Lakes Subdivision. The minimum lot area is 12,000 sf which results is a net density of approximately 2.75 lots per acre of land.

This project will be the last available property for residential development north of Osprey Lakes Subdivision and South of the Econlockhatchee River. The lands directly adjacent to the proposed property to the north are public and wetlands. The proposed count for this development is 47 estate sized lots. The type of homes constructed on these lots will be compatible and will enhance the surrounding communities. Since this property has little agricultural use potential the applicant feels that the change to residential will be the best use of the remaining upland areas. Due to the large lot size and low gross density 47 lots / 103 acres = 2.2 units per acre, this proposed subdivson will be a transition from the denser developments to the South and the rural un-developable property to the North. This project also cluster the large estate lots in the South and West portions of the property leaving the wetland and uplands to the North undisturbed. Because of the single road access, houses are arranged to have either wooded uplands or wetland buffers at the back. This type of design is consistent with a rural setting.

# B. Compliance with Housing Element - HSG

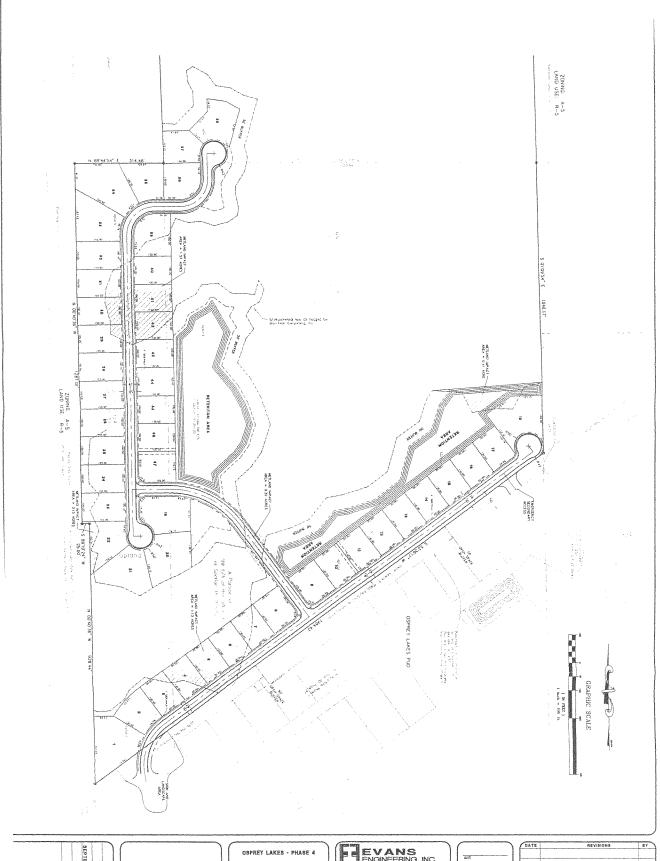
- 1. As referenced in HSG-5 the housing needs are a direct function of market demand. Osprey Lakes phases 1-3 sold very fast indicating the desire by new residents to the area to locate in this part of the county. Obviously, this market draw is great location relative to access, schools and community environment. The parcel is bound on 3 sides by existing development and jurisdictional property to the North. There is no potential for growth adjacent to this parcel in the future. This parcel could be referred to as infill as referenced in policy 1.6 as follows.
  - a. This parcel is connected through the existing Osprey Lakes development to a collector road (SR 419).

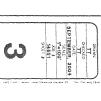
- b. This parcel is located near elementary, middle and high schools either within capacity or proposed for this area.
  - (i) Elementary Schools
    - (a) Partin Elementary
    - (b) Walker Elementary
  - (ii) Middle Schools
    - (a) Jackson Heights Middle
    - (b) New Chiles Middle (2 month old)
  - (iii) High Schools
    - (a) Oviedo High
    - (b) Hagerty High (Opens 2005)
- c. The proposed community will be a part of the existing Osprey Lakes development including membership in the existing HOA and shared maintenance of the infrastructure. This ties the new development to the existing subdivisions in the area.

# C. Locational Analysis of Amendment

- 1. This project will be an extension of the existing Osprey Lakes Subdivision. The utilities including water and sewer are available from the existing subdivision. A water main with sufficient capacity for fire protection exists at the location of the proposed access connection. Sewer will be discharged to the exiting system within Osprey Lakes which has more than adequate capacity for 47 lots. Electric and cable service is also available from the existing subdivision south of the proposed project.
- 2. Access to the property will be through Osprey Lakes Subdivision. Within the past 5 years Snow Hill Road to the South has been constructed as a connection from CR 419. CR 419 has also been widened from Oviedo to Show Hill Road. With these widening and the expansion projects and the limit of this project for 47 lots, sufficient capacity exists on the road network.
- 3. Environmental and Natural Resources
  - a. The existing property is within the Econlockhatchee Basin area. The site development plan minimizes impact of existing wetland areas by using the impacts for access and some lots. Retention ponds for the property are located between the lots and existing wetlands to buffer secondary impacts.

- (i) The connectivity of wetlands has been retained since 2/3rds of the property will remain in a conservation easement for St. John's River Water Management with development rights to Seminole County. As referenced in the County published "Potential Acquisitions" chart the wetland area of this property is withing the counties desire for preservation. This project could dedicate this wetland area to the county if requested.
- (ii) The quality of the wetlands will be maintained through the required buffer zones and the placement of retention ponds to transition the developed lots.
- (iii) The wetland function will be consistent with the existing use. This basin is connected to the Econlockhatchee River and provides natural habitat. In addition the minimization of impacts will allow this wetland to exist in its natural state.
- b. As discussed, avoidance of the wetlands will be a function of the placement of buffer zones and retention ponds. Lot sizes will allow open space around each house for continuance of a rural feel and passage of the natural environment. The St. John's River Water Management District also requires that signs be posted at the wetlands to advise the public of wetland requirements and conservation boundaries.
- 4. This project remains contiguous to urban development patterns as the existing Osprey Lakes Subdivision. Since this project is at the Northern border of residential development no further extensions of this type of development would be possible.
- 5. The large lots and upland open space also lend as a transition from the surrounding developments and the rural wetland areas to the North and East.





PRELIMINARY BITE PLAN CSPREY LAKES - PHASE 4

D.R. HORYON DLE COUNTY, FLORED



	DATE	REVISIONS	BY
žf			
NO C EVINES, P.E. BARSON			_
T TRUE FE PECINS		~	



# Ekballantyne@aol .com 12/13/2004 02:29 PM

To TDeater@seminolecountyfl.gov

C

bcc

Subject dr horton.

I sent a letter to the commisioners re dr hortons proposed expansion of osprey lakes. We were told by the builders when we bought our house in here that they would not be building anymore homes, they charged us a fortune for a one acre lot at the front of the subdivision and we would not have bought here had we known the truth, we deliberately chose not to buy in live oaks or the sanctuary because of the size of them. Also the price of homes in here range from 300,000 to over 600,000, dr horton should not be allowed to build homes of lesser value in the same subdivision. I have to return to england as my father is dying ao we wont be at the meeting but this needs to be stopped, would you please drive out here and see hoe peaceful it is and they are going to destroy it, this is also the only builder that would not contribute any donations or even call us back when we were looking for suppoprt for the new school, please could this county stop filling the pockets of the builders and concentrate on ensuring the general public isnt constantly undermined, thankyou for your support, erica ballantyne



Gretchen Venn /Seminole 12/10/2004 10:50 AM Brenda Carey/Seminole@Seminole, Tina Deater/Seminole@Seminole

CC

bcc

Subject Fw: Dr Horton

---- Forwarded by Gretchen Venn/Seminole on 12/10/2004 10:47 AM -----



Ekballantyne@aol .com 12/08/2004 11:29 PM

To gvenn@seminolecountyfl.gov

CC

Subject Dr Horton

PLease do not allow DR horton to change agricultural land to PUD in Chuluota. Please tell me what I have to do to stop it. I have 2 sets of twins that like to play outside and this builder has done nothing but lie to us to get us to buy. We were told no more homes would be added I have sent another email to youre dept. I hope you can read it. thankyou. erica

--\*\*\*\*Florida has a very broad Public Records Law. Virtually all written communications to or from State and Local Officials and employees are public records available to the public and media upon request. Seminole County policy does not differentiate between personal and business emails. E-mail sent on the County system will be considered public and will only be withheld from disclosure if deemed confidential pursuant to State Law.\*\*\*\*